

Message Text

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ACTION EB-08

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C O N F I D E N T I A L TOKYO 3041

PARIS FOR UNDER SECRETARY COOPER

CNABERRA FOR CAB MEMBER WEST

E.O.11652: GDS
TAGS: EAIR, JA
SUBJECT: U.S.-JAPAN CIVIL AIR NEGOTIATIONS

SUMMARY: AIRPORT TALKS CONFIRMED THAT CAPACITY AT NARITA
WILL BE LIMITED FOR FORSEEABLE FUTURE. JAPANESE SIDE
FAILED TO AGREE THAT PROPOSED NARITA USER CHARGES
EXCESSIVE; USDEL REQUESTED THAT CHARGES EQUAL TO THOSE
AT HANEDA BE CONTINUED PENDING FURTHER REVIEW OF ISSUE.
TWO SIDES AGREED TO HOLD FULL NEGOTIATIONS BEGINNING
MARCH 13 IN WASHINGTON AND VARIOUS APPROACHES EXPLORED.
JAPANESE OFFERED APPROVE PENDING FTL AND PAN AM ROUTE
APPLICATIONS IF NORTHWEST CEASES JAPAN OVERNIGHTS BY
END MARCH, A PROPOSAL WHICH U.S. SIDE REJECTED.
DISCUSSION WILL BE PURSUED FEBRUARY 24. END SUMMARY.

1. U.S.-JAPAN TALKS ON AIRPORT ISSUES CONCLUDED
FEBRUARY 23. AS EXPECTED, JAPANESE DID NOT ACCEPT MAIN
U.S. THESIS THAT NARITA USER CHARGES WOULD BE EXCESSIVE
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BECAUSE AIRLINES WERE BEING ASKED TO BEAR COSTS FOR
WHICH THEY WERE NOT RESPONSIBLE AND FROM WHICH THEY WILL
RECEIVE LITTLE OR NO IMPROVED BENEFITS OVER THOSE AT
HANEDA. USDEL PROPOSED THAT, PENDING FURTHER JAPANESE
REVIEW OF METHOD OF ASSESSING USER CHARGES AT NARITA,
JAPAN NOT IMPOSE CHARGES AT NARITA HIGHER THAN THOSE AT
HANEDA. DISCUSSION OF NARITA AIRPORT CAPACITY CONFIRMED

THAT THERE WILL BE VIRTUALLY NO INCREASE ABOVE HANEDA INTERNATIONAL LEVEL FOR AT LEAST THREE YEARS. OTHER AIRPORT ISSUES, SUCH AS IMPORT CARGO FACILITIES AT NARITA, OSAKA WIDEBODY SLOTS, CHARTER AND SCHEDULED SLOTS, ALSO DISCUSSED WITH NO RESOLUTION.

2. IN SEPARATE INFORMAL DISCUSSIONS, JDEL PROPOSED AND USDEL AGREED THAT MAIN NEGOTIATIONS RESUME IN WASHINGTON MARCH 13-24. KITAMURA OF FOREIGN MINISTRY PROPOSED A LIMITED AGREEMENT DURING THESE TALKS COVERING SOME ADDITIONAL ROUTE RIGHTS FOR JAL, ADDITIONAL CHARTER FLIGHTS FOR U.S. SUPPLEMENTAL AIRLINES, AGREEMENT TO WORK TOWARD CHARTER LIBERALIZATION AND LOW AIR FARES, AND A PRACTICAL ARRANGEMENT ON AIRLINE CAPACITY WHICH RECOGNIZED CONSTRAINTS ARISING FROM LIMITED JAPANESE AIRPORT CAPACITY OVER NEXT THREE YEARS. PARTIES WOULD AGREE TO NEGOTIATE A FULL AGREEMENT WHEN AIRPORT CAPACITY CONSTRAINTS NO LONGER EXISTED. USDEL POINTED OUT DEFICIENCIES OF THIS APPROACH, PRINCIPALLY THAT JAPAN WOULD OBTAIN IMMEDIATE BENEFITS WHILE MOST U.S. BENEFITS AND IMPROVEMENT IN COMPETITIVE OPPORTUNITIES RESTED SOLELY ON FUTURE NEGOTIATIONS. DISCUSSION OF POSSIBLE APPROACHES WILL CONTINUE ON 24TH, BUT WE DO NOT ANTICIPATE ANY MAJOR BREAKTHROUGH.

3. JAPANESE ADVANCED NEW PROPOSAL TO RESOLVE FLYING TIGER
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(FTL) AND PAN AM SCHEDULE CHANGE ISSUES. FIRST PROPOSAL WAS THAT JCAB WOULD APPROVE THESE SCHEDULES, PROVIDED U.S. AIRLINES DO NOT OTHERWISE INCREASE CAPACITY (INCLUDING ADDITION OF NEW POINTS ON EXISTING FLIGHTS) THROUGH MARCH 31; CAB WITHDRAWS ITS SCHEDULE FILING ORDER ON JAL; U.S. AIRLINES STOP OVERNIGHT STAYS IN JAPAN BY MARCH 31; AND U.S. AIRLINES INITIATE STEPS TO REDUCE THEIR CARRIAGE OF FIFTH FREEDOM TRAFFIC TO 50 PERCENT OF TOTAL TRAFFIC ON BOARD. USDEL REJECTED THIS PROPOSAL OUTRIGHT, PRINCIPALLY BECAUSE OF LAST TWO CONDITIONS. JDEL THEN PROPOSED THAT JAPAN WOULD REFRAIN FROM TAKING ACTION ON OVERNIGHT STAYS AND FIFTH FREEDOM TRAFFIC IF U.S. DID NOT PRESS FTL AND PANAM SCHEDULE CHANGES. WE ALSO REJECTED THIS PROPOSAL AS LUDICROUS. IN REALITY, JAPANESE WERE THREATENING TO COUNTERRETALIATE BY PROHIBITING NORTHWEST'S OVERNIGHT STAYS AND "EXCESSIVE" FIFTH FREEDOM TRAFFIC OF PAN AM AND NORTHWEST IF U.S. RETALIATED AGAINST JAL BECAUSE OF JAPAN'S FAILURE APPROVE FTL AND PAN AM SCHEDULE CHANGES. WE WILL DISCUSS THIS FURTHER ON 24TH BUT WE SEE NO PROSPECT OF MUTUALLY ACCEPTABLE COMPROMISE. IN THIS EVENT, IT APPEARS EACH SIDE WILL HAVE SWORD HANGING OVER OTHER

DURING MARCH NEGOTIATIONS.

4. USDEL CHAIRMAN PLANS SUBMIT FULL WRITTEN REPORT
FOR DISTRIBUTION IN WASHINGTON FEBRUARY 27 PRIOR TO
INTERAGENCY MEETING ON FEBRUARY 28.
MANSFIELD

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